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AUTHOR Nesbitt, John A.
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ABSTRACT

The paper reviews federal legislation relating to recreation for the handicapped, traces key developments in recreation legislation during the period 1960 to 1980, and describes four types of programs where special education recreation for disabled persons has been dealt with (rehabilitation services, special education, outdoor recreation, sports, and local special recreation). Among the observations made about federal legislation and recreation for the handicapped are the following: legislation is the cornerstone of progress in rehabilitation of the disabled globally and in the United States, in services, in human rights, in research and training, and in scientific development: from 1920 to 1960 recreation for handicapped has had practically no part in rehabilitation of disabled legislation in the United States: recreation for the handicapped is gaining acceptance as a basic goal of rehabilitation: and the most desirable single goal in 1980 and the decade to follow would be to pursue the passage of federal legislation which would establish a federal policy in support of recreation for the handicapped. (SB)

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"A Preliminary Review of Federal Legislation for Special Recreation for Disabled in the United States"

A Paper Presented at the XIV World Congress of Rehabilitation International
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by

John A. Nesbitt, Ed.D., Professor
Recreation Education Program
The University of Iowa
Iowa City, Iowa, USA
52242 (319/353-6808)

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Professor Nesbitt is Project Director of the SPECIAL RECREATION PROJECT, a project funded by the U.S. Bureau of Education for the Handicapped providing preservice training, inservice training, community services and research in recreation for handicapped children and youth. He also is President of Special Recreation, Inc., a national nonprofit organization advocating the recreation rights, needs and aspirations of people who are handicapped and he is Chairman of the Standing Committee on Recreation and Leisure of the U.S. President's Committee on Employment of the Handicapped. He served formerly as president of both the National Therapeutic Recreation Society and the National Consortium on Physical Education and Recreation for Handicapped.

1980 World Congress of Rehabilitation International
Congress Secretariat

1980 World Congress
President, Mrs. C.E.C. Harris
c/o Canadian Rehabilitation Council for the Disabled
P.O. Box 1980
Winnipeg, Manitoba, Canada
R3C 3R3

Congress Sponsored by
Canadian Rehabilitation Council for the Disabled
Suite 2110, One Yonge Street
Toronto, Ontario, Canada
M5E 1E8

World Headquarters
Rehabilitation International
Secretary General, Mr. Norman Acton
432 Park Avenue South
New York, New York, USA
10016

Special Interest Meeting on Recreation Organizer
World Leisure and Recreation Association
Executive Secretary, Mr. William D. Cunningham
345 East 46th Street
United Nations Plaza
New York, New York, USA
10017

Paper Submitted to

Mr. Laurie Beachell, Committee Member
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DEPARTMENT OF FITNESS, RECREATION AND SPORTS
Recreation Resources Development Section
2nd Floor, 200 Vaughan Street
Winnipeg, Manitoba, Canada
R3C 0V8 (204/944-4400)

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The Roles of Legislation

In 1966 at the Tenth World Congress of Rehabilitation International, Heering (1) suggested the following roles of national legislation:

1. Providing of public funds and subsidization of services; 2. Providing for the perpetuation of rehabilitation services; 3. Providing for legal standards (regulations) for rehabilitation services; and, 4. Providing for the implementation of laws relative to the provision of rehabilitation services, employment of handicapped services, sheltered employment services, etc.

Government Funding of Recreation

Governmental funding, while limited, of recreation has been provided by a number of governments. Scruton in 1966 reported that 17 countries out of 29 responding to a survey reported that their respective national governments provided some level of financial support for recreation in the form of sports for disabled. (2)

The United Nations conducted a study on Legislative and Administrative Aspects of Rehabilitation of Disabled in Selected Countries in 1964. (3) Reference to recreation was very, very limited. e.g. "holiday camps" in Sweden, "cultural services" in U.S.S.R., and so on.

A follow-up study conducted by the United Nations in 1976 included a significant increase in information on recreation programs and services. (4) National reports from 30 countries indicated a wide range of recreation activities being provided including aquatics, camping, dance, drama, hobbies, mental and

literary activities, music, outdoor recreation, recreation clubs, special events, sports and tourism (holidays and vacation). In addition to providing program support, e.g., personnel, support is also provided for research, training and facility construction/modification.

Recreation for handicapped was reported as being supported by the national government in the following countries: Australia, Canada, West Germany, Israel, Malaysia, Mexico, Norway, Philippines, United Kingdom, U.S.A. and U.S.S.R.

Non-governmental support for special recreation for disabled, offered in various settings, was reported in the following countries: Argentina, Burma, Belgium, Bulgaria, France, Greece, Hungary, India, Indonesia, Ireland, Italy, Lebanon, Netherlands, Pakistan, Spain, Sri Lanka, Sweden and Switzerland.

The 1976 report concluded, "Several of the countries under review have not developed extensive recreational programs for the disabled."

Legislation and Rehabilitation

The role of legislation is prominent in Rehabilitation Guidelines for the Future prepared by Rehabilitation International in 1972. (5) The guidelines address four areas: medical, vocational, educational and social fields. Relative to employment the guidelines state, "The enactment of appropriate legislation requiring employment of disabled could be one of the means open to governments to ensure that properly trained and competent disabled people have a fair share of employment opportunities." In providing education for handicapped the guidelines state, "Governments are the responsible and rightful sources of financial support and management of special educational programs for handicapped children. Therefore, governments must accept major responsibility for initiating special programs for

handicapped children...By enacting legislation with the necessary fiscal support to protect the rights and to provide programs for all handicapped individuals."

On the topic of legal rights the guidelines state,"The disabled have the right to equal protection under the law, with all citizens. In most countries the rights of the individual are guaranteed within the constitution...Legislation to meet special needs of the disabled should be incorporated into and not separate from legislation as it affects the total society."

It may be concluded that legislation is perceived as an appropriate measure to assure employment opportunity, educational opportunity and social opportunity. Recreation is no less important to a disabled person than to non-disabled. Recreation barriers do exist. Recreation has more importance in the lives of many disabled people than in the lives of non-disabled. When employment participation is limited, legislation is a means of enhancing vocational opportunity. When barriers to education exist, legislation is a means of advancing educational opportunity. When social participation is denied, legislation is a means of advancing social opportunity. When confronted with a lack of recreation services and inequitable recreation opportunity legislation is a means of advancing recreation opportunity. It has been said, "We have years into life; we must also put life in years." Recreation fulfillment, as the fifth dimension of rehabilitation, is no less important than optimal medical status, vocational success, educational achievement and full social participation.

Rehabilitation in the United States

Since 1920 in the United States many of the goals for the amelioration of problems confronting disabled civilians have been pursued through legislation and programs at the Federal level. During the 1930's the role of the Federal government was expanded. Following World War II there was extensive development of Federal rehabilitation legislation and programs. Federal legislation has been transformed into rehabilitation programs and services designed to meet the medical, social, educational and vocational needs of handicapped children, youth, adults and seniors. Voluntary health and rehabilitation agencies have also been active and there is an extraordinary nationwide network of professional organizations with state and local chapters who use both public funds and charitable donations to provide a wide range of services. Since the 1960's there has been a grassroots "citizens" or "consumer" movement which has spread to include people who are involved with disability, i.e., parents, handicapped consumers, and volunteers. This citizen/consumer movement has become an important part of the fabric of rehabilitation in the United States. (6)

Federal Programs and Services

The Congress of the United States has passed legislation that has resulted in a significant expenditure of Federal funds for rehabilitation of disabled and assistance to disabled. The U.S. Office for Handicapped Individuals identified 200 programs and activities serving handicapped persons with over US\$ 22 billion dollars in annual Federal appropriations" in 1977. (7)

The rehabilitation of disabled programs and services provided as a result of Federal legislation are administered through the following activities or services.

- Basic Support to States
- Basic Support to Communities
- Employment Services
- Evaluation of Programs
- Facility Construction and Modification
- Financial Assistance, e.g., loans
- Information/Education
- Insurance
- Legal Services
- Media Services and Centers
- Medical Assistance
- Pensions
- Personnel
- Planning
- Public Assistance
- Research and Demonstration
- Resource Services and Centers
- Training

Federal Laws and Programs

The United States Federal laws and related regulations providing direct authorizations or allowing for recreation for handicapped support, i.e., services, research, training, etc., include the following:

- 1954 Vocational Rehabilitation Act, Public Law 86-656
- 1963 "Heritage Conservation and Recreation Service" Organic Act, Public Law 88-29
- 1965 Older Americans Act, Public Law 89-73
- 1965 Social Security Act and Amendments, Various Titles
- 1967 Mental Retardation Amendments, Title V, Public Law 90-170
- 1968 Architectural Barriers Act, Public Law 90-480
- 1970 Education for the Handicapped Act, Public Law 91-230

- 1971 Developmental Disabilities Services and Facilities Construction Act,
Public Law 91-517 and Amendment, Public Law 94-103
- 1973 Rehabilitation Act, Public Law 93-112
- 1974 Rehabilitation Act Amendments, Public Law 93-516
- 1975 Education for Handicapped Act, Public Law 94-142
- 1975 Developmental Disabled Assistance and Bill of Rights Act, Public Law 94-103
- 1978 Rehabilitation, Comprehensive Services and Development Disabilities
Amendments, Public Law 95-602
- 1978 Urban Park and Recreation Act, Public Law
- 1978 Sports Act, Public Law 95-606

While basic authorizations for recreation services have been limited there have been a number of Federal laws and regulations that have "allowed" recreation for handicapped as an optional aspect of program support. The question of whether to provide or not to provide recreation service to handicapped has been answered at the state level based on "discretionary interpretation and decision-making."

The following is a listing of Federal or Federal-state programs that have provided assistance to local recreation for handicapped programs from 1973-75. As these are based on a series of acts, amendments and regulations only the programs and agencies are cited. More complete listings of Federal assistance for recreation for handicapped may be found in Federal Funding for Special Recreation (8), Resource Guide: Recreation and Leisure for Handicapped (9) and Financing Community Recreation for the Handicapped Resources, Procedures and Services (10).

AGING, U.S. Administration on Aging

ARTS, U.S. National Endowment for the Arts

BLIND, TOTALLY DISABLED, Federal-State Social Security Program, County Welfare Department

DISABLED ADULTS, Federal-State Vocational Rehabilitation, State Division of Vocational Rehabilitation

COMMUNITY DEVELOPMENT, U.S. Department of Housing and Urban Development

DEVELOPMENTAL DISABILITIES, Federal-State Developmental Disabilities Program

DEAF-BLIND, U.S. Bureau of Education for the Handicapped and Regional Centers

DAY CARE, U.S. Office of Education

HANDICAPPED CHILDREN AND YOUTH, Federal-State Education for the Handicapped Program, Local Education Agency, State Education Agency

EMPLOYMENT (Comprehensive Training and Employment Act, College Work-Study Program), U.S. Department of Labor and Federal-State Program

MENTAL HEALTH, Federal-State Community Programs for Mentally Ill

OUTDOOR RECREATION, U.S. Heritage Conservation and Recreation Service

RESEARCH AND DEMONSTRATION, U.S. Administration on Aging, U.S. Bureau of Education for the Handicapped and U.S. Rehabilitation Services Administration

TRAINING AND SPECIAL PROJECTS, U.S. Bureau of Education for the Handicapped and U.S. Rehabilitation Services Administration

TRANSPORTATION (Urban Mass Transportation), U.S. Department of Transportation

REVENUE SHARING, U.S. Office of Revenue Sharing and Federal-State Program

Federal Recreation Support

While Federal support is provided for recreation for handicapped, the support provided is miniscule. Out of the US\$22 billion expended in 1977 for Federal support of rehabilitation it may be estimated that only US\$10 million was directed to recreation for handicapped by various Federal programs. This total includes construction, direct services, information, research and demonstration and training. This raises the question whether the level of support is commensurate with the recreation needs, rights, or aspirations of people who are handicapped.

In terms of needs of clients who are served through Federal rehabilitation programs it is evident that limited support has been directed to the contribution that recreation can make to education, to pre-vocational experience, to community functioning, to socialization, etc.

The following factors might also be considered. Many disabled people will be unemployed or employed only part time. For these individuals unobligated time can become meaningless or time when negative practices are pursued. The United States, like industrialized nations and communities throughout the world, has experienced annual increases in consumption by Americans estimated in 1978 at US \$300 billion annually. It is recognized that people who are handicapped consume recreation goods, products and services at a lower rate than non-handicapped. Disparity in recreation lifestyle exists. Finally, the lack of access to public programs, areas, facilities and services because of architectural, transportation and attitudinal barriers is an affront to the general sense of people's rights.

The following is a brief summary of key developments in the period 1960 to 1980.

Response in the 1960's

During the 1960's there was a major expansion in legislation passed at the Federal level. In particular, this expansion took place during the 1965-1969 period. The special recreation for handicapped response during and following this expansionist era was and is very limited. First, organized national "therapeutic recreation" activity was limited. Further, the organized general recreation movement has traditionally spurned Federal involvement. Taken together, these two factors precluded any national organized advocacy for special recreation for handicapped. It should be noted that no other consumer or interest group advocacy for recreation for handicapped effort had developed. In that many of the Federal programs called for active involvement by state support groups recreation development was impeded by the limited state level organization among therapeutic recreation professionals. Further, consumer and interest groups' activities were oriented to providing programs or facilities without Federal assistance. The total result was that organized recreation for handicapped remained largely remote from the major Federal programs and financial support provided during the 1960's. (11)

During the 1970's

The major thrust in the 1970's was the Physical Education and Recreation Program provided by the U.S. Bureau of Education for the Handicapped. (12) This program provided first and foremost, a means of national policy creation through a National Advisory Committee on Physical Education and Recreation for Handicapped Children which advised the Secretary of the U.S. Department of Health, Education and Welfare. From this policy function flowed a series of primary projects in training of professional personnel and research. Included within training were a series of "special" training projects which have had extraordinary impact on professional associations such as the National Recreation and Park Association (NTRS Branch) and the American Association for Health, Physical Education Recreation and Dance (Program for the Handicapped) and national youth service organizations such as National YMCA, Boy Scouts of America and American Camping Associations. The ramifications and impact of this one very small program cause speculation on the enormous gains that might have been made during the 1960-1980 period had four or five Federal agencies taken a direct interest in recreation for handicapped.

However, during the 1970's there was a general increase in interest in recreation for handicapped at the Federal level. In 1972, the U.S. President's Committee on Employment of the Handicapped created a Standing Committee on Recreation and Leisure that stimulated interest in recreation for handicapped at the Federal, state and local levels. Public Hearings on access to recreation were held by the U.S. Architectural and Transportation Barriers Compliance Board. Publications on recreation for handicapped were issued by various Federal agencies. While activity in recreation for handicapped did not keep pace with Federal rehabilitation activity, there were many notable activities.

Types of Programs

Recreation for handicapped is offered through a wide range of programs that are sponsored by different groups and appeal to particular participants. Programs range from therapeutic recreation services in institutions to special recreation programs organized solely by handicapped consumers in the community. The following types of recreation for handicapped programs were identified through the National Institute on Special Recreation sponsored by the University of Iowa and the U.S. Bureau of Education for the Handicapped. (13)

- Handicapped Consumer Programs
- Handicapped Consumer Competency Programs
- Recreation for Handicapped Advocacy Programs
- Special Recreation for Handicapped Facilities/Services Programs
- Commercial Recreation for Handicapped Programs
- Civic Service Organization Programs
- Creative and Performing Arts Programs
- Educational and School Programs
- Park and Recreation Department Programs
- Rehabilitation, Health and Welfare Programs
- Support Services Programs
- Voluntary Health Agency Programs

It should be noted that recreation service is diverse rather than unitary. Recreation is provided directly and indirectly by many community institutions, public, commercial and private. This contrasts with a delivery system which is more unified in terms of perceived role, administration, funding and personnel, such as education. Many professionals have given full recognition to the individual choice aspect of the disabled person's recreation lifestyle, but they have not been aware of the recreation needs of disabled persons in terms of recreation skills, recreation resources, "full access" and special recreation services.

Areas Reviewed

The following is a brief review of four Federal programs and one state act where special recreation for disabled persons has been dealt with: rehabilitation services, special education, outdoor recreation, sports and local special recreation. This suggests the manner in which recreation should be dealt with in other Federal legislation, regulations and programs. Further, an important state "enabling" law is discussed.

Federal Recreation Support - VR-ILR

The U.S. vocational rehabilitation of disabled adults program was created through the Federal National Civilian Vocational Rehabilitation Act of 1920. Although the vocational rehabilitation program was held strictly to its essential mission of vocational rehabilitation of disabled the program has, over the years, perceived the contributions of recreation to vocational rehabilitation. It has also perceived recreation service as an area for employment. From 1955 to 1980, the U.S. Rehabilitation Services Administration supported thirty research and demonstration projects that dealt directly or indirectly with recreation. From 1963 to 1980 the R.S.A.

In relation to the total expenditure since 1945 for research and training, research on recreation for handicapped supported by the R.S.A. has been very limited but consistent with the Federal legislation that has been passed.

Until 1973 recreation had not been included in Federal rehabilitation legislation. However, the Rehabilitation Act of 1973 included provision for special projects to demonstrate full access to recreation for handicapped. From 1973 to 1980 approximately US \$5 million was spent on this recreation for handicapped area. This created the basis for expansion of recreation in the Rehabilitation, Comprehensive Services and Developmental Disabilities Amendments of 1978.

A major Federal recreation for handicapped legislative advance was achieved in 1978. (15) The vocational rehabilitation and independent living rehabilitation regulations to be issued in 1980 include the following:

1. Therapeutic recreation is cited as a physical and mental restoration service.
2. Recreation services are cited as a part of the authorization for grants for comprehensive rehabilitation centers.
3. Therapeutic recreation is cited in the authorization for long term training.
4. Recreation activities are cited as part of the authorization for centers for independent living.
5. There is specific authorization for special projects and demonstrations to make recreation activities fully accessible to handicapped individuals.
6. There is specific authorization for the initiation of special recreation programs for handicapped individuals.
7. Therapeutic recreation and recreation activities are cited as part of independent living rehabilitation services.

There are two especially dramatic features in the regulations. First, the statement, "comprehensive rehabilitation center(s)... may, in addition, directly provide a broad range of vocational rehabilitation, health, educational, social and recreation services to handicapped persons." The inclusion of recreation in the conceptual framework signals recognition by the Congress of the United States and the Federal Administration that recreation is a major dimension of rehabilitation

Second, the Rehabilitation Act of 1973, Amendments of 1974 and Amendments of 1978 have facilitated the emergence of a "Mission Statement for Recreation in Rehabilitation of Disabled Adults." This mission statement, appearing in Section 1362.109 of the new regulations, states that recreation

services should be designed:

- "1. To promote personal satisfaction.
- "2. To provide equal recreation opportunity.
- "3. To provide normalization experiences.
- "4. To foster social interaction and physical and mental health.
- "5. To provide individualized rehabilitation and therapeutic activities to alleviate the effects of disabilities."

Prior to this regulation the foremost Federal statement on recreation for handicapped that existed was a letter that had been provided by Secretary of Health, Education and Welfare in 1973. (16) The 1980 regulatory statement is a significant advance.

It should be noted that the two specific recreation sections, 1362.108 and 1362.109, that authorize special projects in recreation and the initiation of special recreation programs do not have funds appropriated. However, the important breakthrough that has been achieved is the creation of the authorization. The overall result is that recreation has two direct recreation authorizations and there are a series of authorizations in other sections that allow recreation services to be provided. Coupled with the "recreation mission statement" there is every reason to anticipate that during the decade of the 1980's vocational rehabilitation and independent living rehabilitation clients will experience significant increases in personal recreation satisfaction, in recreation equality, in recreation normalization, in mental and physical fitness through recreation and in contributions to rehabilitation from recreation activity.

Federal Recreation Support - Special Education

The United States Bureau of Education for Handicapped was created through the Education of Handicapped Children Act of 1965. The programs administered by the U.S. Bureau of Education for the Handicapped have pursued the basic goal of educational gain for handicapped children and youth, kindergarten through twelfth grade. Federal legislative recognition was given to recreation in 1967. Title V of the Mental Retardation Amendments of 1967 provided for physical education and recreation training, research and an advisory committee to consult with the Secretary of the Department of Health, Education and Recreation. Although US \$4 million was authorized for the first year of operation of this program only US \$600,000 was appropriated and this was divided between physical education and recreation. The B.E.H. appointed Mr. William A. Hillman, Jr. as "P.E.R." program manager. By 1980 the initial expenditure of US \$300,000 for recreation has increased to approximately US \$2 million for training, special projects and research. (17) (18)

Projects have been conducted primarily by colleges and universities but project awards have also been made to national professional organizations such as the National Recreation and Parks Association (National Therapeutic Recreation Society Branch), the American Alliance for Health, Physical Education, Recreation and Dance (Programs for the Handicapped) and the National Consortium on Physical Education and Recreation for the Handicapped. The B.E.H. has supported projects conducted by the Aquatics for Handicapped Program of the National YMCA, the Scouting for Handicapped Program of the Boy Scouts of America and other national and state organizations.

By virtue of the legislative recognition of recreation and the program administered by the B.E.H. therapeutic recreation service has made enormous technical, scientific and professional gains during the decade of the 1970's. These gains provided the basis for the inclusion of recreation in the Education for the Handicapped Act passed by the U.S. Congress in 1975. Both the U.S. Senate and U.S. House Committee Reports relative to the Education for the Handicapped Act recognized the importance of recreation in the curriculum of handicapped children and in the lives of people who are handicapped. As a result of this legislative recognition the regulations which guide the implementation of the Education for the Handicapped Act include the following definition of recreation as a related service.

"Recreation includes:

- "1. Assessment of leisure functioning;
- "2. Therapeutic recreation service;
- "3. Recreation programs in schools and community agencies; and
- "4. Leisure education" (19).

It should be noted that "related services" are not mandatory services. They must be provided only when written into the individualized educational program, the "I.E.P.", based on the handicapped child's needs and recreation's ultimate contribution to educational gain. Although there are model special recreation programs being provided in schools in California, Georgia and Michigan, a long term state by state effort will be required during the 1980's by teachers, parents and recreation workers to develop recreation services for handicapped children being mainstreamed into America's schools. Before this regulation recreation did not exist legally and there was no

means of introducing assessment of leisure functioning, therapeutic recreation, recreation programs or leisure education into school curricula, programs and services. The legislative and regulatory authority has been created to provide recreation to handicapped school children. Professional and technical capability has been developed through research and training. The conditions for progress during the decade of the 1980's have been established.

Federally Sponsored Outdoor Recreation

The Heritage Conservation and Recreation Services Organic Act of 1963, Public Law 88-29, requires the U.S. Secretary of the Interior to present a Nationwide Outdoor Recreation Plan on a periodic basis. The plan presented in 1973 did not acknowledge a direct Federal responsibility for handicapped in services provided under the U.S. Department of the Interior. However, a few years later the affect could be discerned of the 1973 Rehabilitation Act which included the "Bill of Rights of the Handicapped". By 1978, a spokesperson for the U.S. Department of the Interior said the following regarding the plan for 1978, "The plan would set forth the needs and demands of all Americans for outdoor recreation resources and the current and foreseeable future availability of outdoor recreation resources to meet those needs. The revised plan will include positive action to generate greater outdoor recreation opportunities for the handicapped and senior citizens, estimated to form about 17 percent of the U.S. population." (20) The plan for 1978 designated recreation for handicapped as one of nine priority areas for consideration.

Sports Act of 1978

The Sports Act of 1978, Public Law 95-606, provides an example of inclusion of handicapped in Federal legislation. The Sports Act provides that the Constitution of the Federally Chartered U.S. Olympic Committee shall include the purpose to "encourage and provide assistance to amateur athletic programs and competition for handicapped individuals, including, where feasible, the expansion of opportunities for meaningful participation by handicapped individuals in programs of athletic competition for able-bodied individuals." As a result of the legislation, the United States Olympic Committee has established a committee of handicapped with representatives from 16 national sports and recreation organizations which is working on its implementation of this section of the U.S.O.C. Constitution.

Special Recreation Cooperatives

The foremost state and local legislative initiative has been in the state of Illinois. (21) It was found in Illinois that financial limitations, the dispersement of the handicapped population and the need to employ professionally trained personnel prompted the development of the "special recreation cooperatives". In 1969 the State of Illinois General Assembly passed legislation enabling park districts and municipal areas to join together in providing special recreation programs for handicapped and to make a tax assessment to pay for the special recreation program. This Illinois special recreation model has resulted in the formation and development of 17 special recreation cooperatives in Northern Illinois. The program has been recognized as a national model by the National Institute on Special Recreation.

Observations About Federal Legislation and Recreation for Handicapped

1. Legislation is the cornerstone of progress in rehabilitation of disabled globally and in the United States, in services, in human rights, in research and training and in scientific development.
2. Since 1920 legislation in the United States has been a major means of advancing rehabilitation of disabled, medically, socially, educationally and vocationally.
3. During the 20 year period 1960 to 1980 significant expansion of social legislation and programs have taken place in the United States. This has included rehabilitation of disabled.
4. From 1920 to 1960 recreation for handicapped has had practically no part in rehabilitation of disabled legislation in the United States.
5. During the 20 year period 1960 to 1980 recreation for handicapped has had a "miniscule" part in U.S. legislation and the Federal programs.
6. In the passage of U.S. rehabilitation legislation and the development of U.S. rehabilitation programs, there has been a notable and near total lack of advocacy for the recreation for handicapped--by consumers, by advocates such as parents, by rehabilitation professionals and by recreation professionals.
7. During the 1970-1980 period there have been efforts by special recreation advocates to include recreation in legislation and small but important results have been achieved.
8. Internationally, it should be noted that there has been interest, although this interest is limited, in national legislation and national programs for recreation for disabled, most notably in the area of recreational sports for handicapped.

9. Rehabilitation of disabled is composed of a number of interrelated processes each of which is important to the final success of the rehabilitation process and the functioning of the disabled person at the highest possible level. It is noteworthy that the motivation of the rehabilitation client is no less important than the availability of professional services and community support. Each of these are interdependent and interrelated.

10. Recreation for handicapped is gaining acceptance as a basic goal of rehabilitation. It follows that its inclusion in Federal legislation and Federal programs is also recent.

11. Federal programs provided through Federal legislation are only one type of delivery system. All must be developed - private, voluntary and public at the Federal, state and local level. But, there is little alternative to the development of recreation than to pursue recreation for handicapped through Federal legislation.

12. In considering the vast scope and character of U.S. Federal legislation, Federal programs and Federal regulations it is apparent that there is little alternative but to pursue Federal legislation for special recreation for handicapped which will then be translated into Federal programs and Federal regulations.

Recreation can then become part of this system and handicapped children and adults can be assured of recreation fulfillment, recreation equality, recreation normalization and the rehabilitative benefits of recreation.

13. The most desirable single goal in 1980 and the decade to follow would be to pursue the passage of Federal legislation which would establish a Federal

policy in support for recreation for handicapped. This Federal policy could then in turn be interpreted by all Federal programs and Federal regulations as formally recognizing the necessity to rehabilitation and to personal fulfillment of recreation opportunity and recreation service.

Concluding Statement

Heering in 1963 concluded that "legislation may make a substantial contribution toward helping the handicapped to take their rightful place in society with dignity." Legislation for recreation for handicapped is no less critical to development than is legislation for medical, social, vocational and educational aspects of rehabilitation.

The following general statements can be made about recreation and people who are disabled in the United States and throughout the world. Recreation is a fundamental aspect of living along with health, nutrition, shelter, education, employment, community living and so on. Second, there is a significant disparity in the recreation lifestyle of people who are not disabled and people who are disabled. Disabled people are denied access to a wide range of recreation areas, facilities and resources. Further, disabled people are excluded from recreation programs, activities and opportunities because of the lack of special recreation services. During rehabilitation many people who are disabled are not provided with recreation services which would contribute to their rehabilitation and to their community or independent living following rehabilitation. It should be noted that appropriate recreation behavior contributes not only to rehabilitation, but to healthful living as well as enhancing the likelihood of the disabled

person's maintenance in the community. Many disabled people are unemployed or employed only part-time, thus greatly increasing the importance of recreation in their lives.

There can be no question but that out of some 200 programs and services provided at an estimated cost of US\$22 billion dollars in 1977 special recreation for disabled was grossly underrepresented. Information that is available suggests that this underrepresentation may be global.

The special character of recreation has posed various obstacles. Not the least of the barriers is the ambivalence that the public and professionals "feel" about recreation. However, rehabilitation continues its steady advance. The 1975 Education for Handicapped Act included recreation. The 1973, 1974 and 1978 Rehabilitation Acts included provisions for independent living rehabilitation which has been many years in coming. Many other legislative enactments have included the option to develop recreation for handicapped programs and services.

It is reasonable to conclude that legislation, in the United States and throughout the world, will make a substantial contribution to helping people who are handicapped to take their rightful place in the recreation life of their respective society. Further, it is reasonable to conclude that in the decades to come legislation and the resulting programs will be a primary means of meeting the recreation needs, rights and aspirations of people who are handicapped--in the United States and throughout the world.

Footnotes

(1) Anton H. Heering, "Social Legislation as a Means of Overriding Social Prejudice", p. 37-38 in

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(2) J. Scruton, "Financial Support for Sports for Disabled in Different Countries", p. 147, 148 in

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(3) United Nations, Department of Economic and Social Affairs. Study on Legislative and Administrative Aspects of Rehabilitation of the Disabled in Selected Countries, (Document ST/SOA/51), United Nations, New York, 1964. 175 pp.

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